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ABSTRACT

Since 1993, Washington community and technical colleges have received funds under the Workforce Employment and Training Act to provide new and expanded retraining programs to serve unemployed workers. This report reviews accomplishments of the colleges under the provisions of the act from 1993-95, providing detailed information about the colleges' performance and recommendations for improving job retraining. Following background materials, the report describes outcomes related to increasing training opportunities for dislocated workers, including enrollment levels for 1993-95, new programs implemented, support for instruction, financial aid, equitable access, and increased participation of older students. Next, data are provided on completions in job preparatory, basic skills, and transition programs and outcomes from student evaluations of the program are described. Employment outcomes are then reviewed for students in job preparatory, apprentice, basic skills, and transition programs, including data on wages and the equity of wages across gender and ethnic groups. The next section describes areas needing improvement, including the nature of business and labor partnerships with the colleges; expanding the involvement of community-based organizations; and increasing support for career planning and job search assistance, opportunities for computer training, service to Hispanic students, and support for students completing the program. The final section describes two program improvements recently completed related to increased financial aid and more center locations. Appendixes include data sources and definitions, the student survey instrument, a summary of the labor and community-based organization focus group process, and a list of newly implemented programs. (TGI)

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Workforce Employment and Training Act

Second Year Accountability Report for Training Programs, HB 1988

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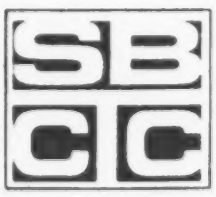

Washington State Board for Community and Technical Colleges

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EXECUTIVE SUMMARY

Background

In 1993, confronting dramatic changes in the structure of Washington's economy, the layoffs of thousands of workers in major industries, and the long-term need for better training programs for Washington citizens, the Legislature and governor enacted a law to significantly expand the state's job retraining efforts on behalf of the thousands of jobless workers who are forced to change careers in order to re-enter the workforce.

The Workforce Employment and Training Act funded the new training effort by placing a small portion -- about one cent of every $100 -- of the existing unemployment taxes paid by businesses in a workforce training trust fund. In the 1993-95 biennium, the trust fund generated $35.1 million for enrollments at community and technical colleges, which provide the large majority of training under the new law. **Business taxes were not increased to pay for the new training effort.**

The 1993 law made several major changes in the way job training is provided to unemployed workers in Washington state. For example, it allowed jobless workers to continue to receive unemployment benefits if enrolled in approved retraining programs.

But most importantly, it signaled the state's commitment to provide laid-off workers more than just an unemployment check. In essence, it guaranteed that jobless workers could qualify for an "education benefit" in the form of the opportunity to train for a new career if they could not quickly find work in their accustomed field. It is important to note that **only workers who qualify for unemployment insurance or have recently exhausted their benefits are eligible for training assistance under HB 1988**.

This report, prepared by the State Board for Community and Technical Colleges (SBCTC), is the second annual review of the accomplishments of Washington's 32 two-year colleges under the provisions of the Workforce Employment and Training Act. It provides detailed information about the colleges' performance, and offers specific recommendations for improving the job retraining effort.

Finding: **Workers who participate in training -- especially those who graduate from retraining programs -- are finding good jobs at salary levels approaching their wages prior to being laid off.**

- **The large majority of job training graduates are finding good jobs**. At the end of 1994, **89 percent** of the 1993-94 graduates were employed. As they started work, they were

earning a median wage of **$10.29 per hour** -- representing 89 percent of their pre-job loss wage.

- **Even those who left training programs early, without graduating, had a good job record**. At the end of 1994, **81 percent** of those who had left job training programs were employed. Their wages were somewhat lower than those of graduates, at **$9.72 per hour**. This pattern is very consistent with long-term trends in two-year colleges -- that is, those who complete programs have better outcomes than those who leave without completing.

- **Not surprisingly, the higher a person's pre-job loss wages, the less likely he or she was to achieve comparable wages in the new job**. It's important to note, however, that due to changes in the economy many of those workers were forced to move from jobs where they had years of seniority into entry-level positions in new career fields.

- **Students enrolled in transition courses (often called "New Chance") who then entered college training were employed in rates comparable to other job preparatory students.** Placement and wage rates for the 45 percent of students who went job hunting directly from their transition or basic skills classes, however, were lower than for job training students. Sixty-four (64) percent of students exiting directly from transition programs and 72 percent of basic skills students had jobs at the end of 1994.

- **There were minimal differences in the training outcomes for men and women** and for the racial and ethnic groups represented among the HB 1988 students. However, younger students (those under 40) had higher placement and wage rates than older students.

- Most students found jobs in their local communities. **Just 7 percent reported that they had to move to find their new jobs**.

Finding: **Training opportunities for unemployed workers have increased significantly with funds provided through the Workforce Act.**

- **More than 14,000 unemployed workers -- people who were not being served prior to enactment of HB 1988 -- have enrolled in community and technical colleges under terms of the new law**. Because most of these students enrolled after mid-1994, only about 2,100 had graduated as of last spring. Most remained in school through spring quarter 1995.

- **More than two-thirds of the new Workforce Act funding (71 percent) supported direct instruction**. Colleges have been able to add 122 new training programs, many of which are in rapidly growing high technology fields. The colleges actually served 50 percent more unemployed workers during 1994-95 than was expected at the beginning of the school year.

- **Consistent with the legislative intent to provide a set amount of financial assistance under HB 1988, 23 percent of the workforce money was used for direct financial assistance to students.** These funds helped students meet tuition, child care and

transportation expenses. This aid was provided to 44 percent of the students who enrolled under the new law in 1994-95.

- **Dislocated workers -- people who as a result of the changing economy had little chance of returning to their former career field -- constituted two-thirds of the HB 1988 students**. The remaining students were jobless workers who sought training to improve their employment situations.

Finding: **The new funds helped jobless workers obtain high quality training and succeed in school while meeting their critical family obligations.**

- Though little time has passed since most Workforce Act students enrolled, **colleges have awarded 2,157 degrees and certificates to HB 1988 students**.

- **Fifty-nine percent of all HB 1988 students continued on to the second year of their programs**. Twelve (12) percent earned a degree or completed a certificate, specialty training or high school equivalency (GED) program by spring 1995. Of the 29 percent who left during the first year without completing a program, some did so to return to their old job or because they found other work that met their needs.

- **Laid-off Boeing workers, who received significant financial assistance after their lay-off, made "substantial progress" at the college at a much greater rate than other vocational students.** Three quarters of the degree-seeking Boeing students made substantial progress toward their degree compared to about half the vocational students in general.

- **Students were generally satisfied with their training**. Fully 85 percent of those who graduated or left at the end of their first year said they were satisfied with the quality of instruction, and 81 percent of HB 1988 students would recommend their college to others.

- **As many as half of the HB 1988 students experienced financial problems**. One-third of students surveyed reported having trouble making rent or mortgage payments, and 48 percent said they could not meet all their personal expenses. More than half (58 percent) of the students who left college early reported that the ending of their unemployment payments contributed to their decision to leave college. Under the 1993-95 legislation for HB 1988, colleges were able to offer an average of just $1,120 to each of the 4,800 students who received workforce funding assistance. The 1995 Legislature authorized $7.6 million for the next two years to further address this financial need.

- **Few students were affected by family breakups during their training**. While job dislocations can be very harmful for families, just 8 percent reported that their family split up while they were enrolled in college.

Finding:. **Colleges and their partners have made several improvements in HB 1988 programs to better serve students.**

Any new program requires ongoing review to provide information upon which to make improvements. The strong accountability process built into HB 1988 provides continual feedback to colleges, the State Board for Community and Technical Colleges, and other participants. As a result, several improvements have been made, and further changes are expected:

- The colleges developed a **Training Completion Aid** program to provide **emergency student assistance in response to the problem of significant number of students quitting their retraining programs** when their unemployment benefits expired. Labor and business leaders supported the Training Completion Aid program. The 1995 Legislature authorized $7.6 million for such assistance over the next two years, which is expected to help more than 1,500 students complete their training programs.

- **The location of state job service centers on college campuses has proven to be a very effective way to help unemployed students find jobs**, so the colleges and the Employment Security Department (ESD) are planning to expand the effort to as many as 14 campuses. The 1995 Legislature provided an enhancement of $700,000 to support this effort. The ESD reported placing more than 1,400 in jobs via the services of these co-location sites.

Finding: **There is evidence that additional improvements will enhance the quality of instructional programs and job placement services.**

- **The colleges plan to strengthen the partnerships with business and labor** in order to ensure the best quality in job training programs. Local business and labor representatives who participated in focus groups reported that colleges have increased their level of involvement, but they also reported areas where programs and colleges' communication with employers need improvements.

- **Colleges plan to improve student career planning and job search assistance**. While most students report they are satisfied, one-third say they are not satisfied with the efforts of colleges and other agencies.

- **Former students report that they would have benefited from more training in computer use**. Half the students reported that more training on use of computers would have been very helpful.

- **Hispanics are underrepresented in HB 1988. Colleges are working to better address the access to HB 1988 training for Hispanic workers.** Hispanics account for eight percent of dislocated workers, compared to just four percent of all HB 1988 students.

- Since those who completed training under HB 1988 had better employment outcomes than those who left college early, colleges plan to expand efforts to **assure that HB 1988 students complete** their program of study. Based on current rates of student progress, SBCTC predicts that about 60 percent of the job preparatory students will complete their program before leaving. SBCTC expects improvement in the completion rate for those who benefit from the Training Completion Aid program. Funding for additional support services may be needed to further improve student progress.

- **Expanding partnerships between the colleges and community based organizations (CBOs)** is warranted, especially to improve relationships with groups that represent people of color. Currently, community based organizations such as the Employment Opportunities Center in Seattle and People for People in the Yakima Valley play an important but limited role in programs funded through the Workforce Act.

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INTRODUCTION

Change in the structure of Washington's economy -- led by downturns in aerospace, timber and more recently the financial services industry -- have thrown thousands of people out of work. Increasingly firms are permanently dismissing their workers. Changes in the economy are resulting in the elimination of these jobs. While many of these unemployed workers are able to find new jobs relatively quickly, many others need retraining to upgrade skills or change careers.

The Workforce Training Trust Fund was established in 1993 to meet the educational and career needs of laid-off workers. During 1993-95, community and technical colleges received $35.1 million through the state's unemployment insurance system. These funds provide new and expanded retraining programs to serve unemployed workers. The State Board for Community and Technical Colleges (SBCTC) distributed most of these funds to the 32 colleges to increase their training capacity and provide financial assistance for students. In addition, the SBCTC distributed $220,000 of the funds to seven private sector training institutions to fund slots for 90 students.

The principal goal of the Trust Fund is to retrain workers for high-skill, family wage jobs in growing industries. Funds are targeted to high demand occupations as identified through labor market studies and in conjunction with business, labor and economic development groups across the state. Programs created, such as environmental technician, local areas network specialist, and digital media publishing allow students to compete for the new and expanded job opportunities in the state's economy. The funding provides colleges with the resources to hire faculty and purchase equipment for these programs.

It is clear that economic restructuring will continue, thus the need for retraining will remain even as the economy grows and new jobs open up. This report is provided to help evaluate the extent to which the HB 1988 program helps the state address the needs of those who need retraining as a result of the changing economy.

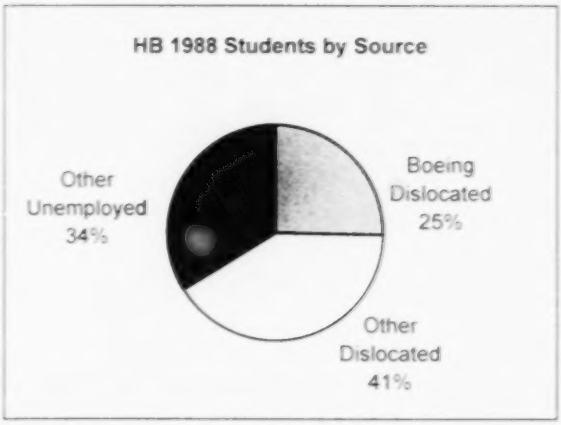
INCREASING TRAINING OPPORTUNITIES FOR DISLOCATED WORKERS

Enrollment Levels Obtained in 1993-95: The Legislature funded enrollment of 3,500 student FTEs in 1993-94 and 5,000 student FTEs in 1994-95 under HB 1988. Colleges served more students than were funded (3,718 student FTEs in the first year and 7,516 student FTEs in the second year). Colleges used regularly funded FTEs to serve students over the level supported by the Trust Fund. It is estimated that some 239,000 unemployed workers were eligible for the program in 1994-95. Of these, the colleges and proprietary schools served a total of 11,168 students. Since the program began, 14,055 individual students have been served, which includes 2,887 students who were enrolled in both years.

Table I
ESHB 1988 Enrollments

	1993-94	1994-95
Community and Technical Colleges		
Students	7,077	11,078
Proprietary Schools		
Students		90

Source: SBCTC HB 1988 File.



The focus of the HB 1988 program is to serve those who need retraining to be competitive in the current job market. To ensure this focus, the Workforce Training and Education Coordinating Board established a goal of 65 percent service to dislocated workers -- people who as a result of the changing economy had little chance of returning to their former career fields. This goal represents a high level of service to dislocated workers as they represent only about a quarter of all workers receiving unemployment insurance benefits. Colleges met this goal by enrolling 66 percent dislocated workers. This pattern is very similar to the service in 1993-94.

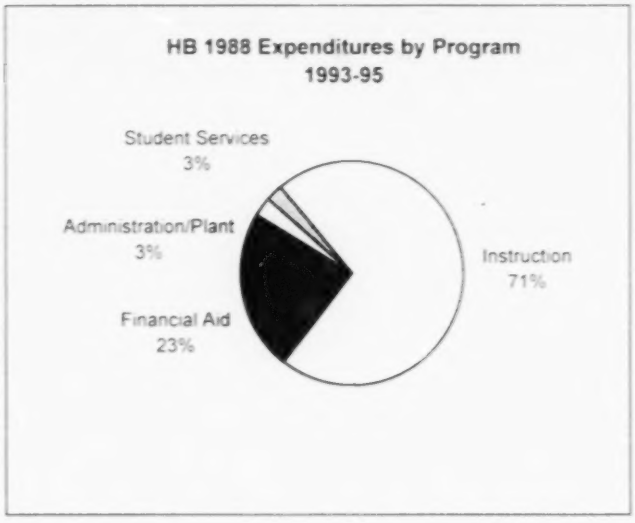
Funding Increased Options: Colleges have been able to use the HB 1988 funding to start new programs needed by their communities. In the past two years colleges have started 122 new programs, as shown in Appendix D. Included among the new offerings are programs for technicians working as local area computer network (LAN) specialists, preparing multimedia packages and pharmacist assistants. New programs also included training in many medical fields and for entrepreneurs. In addition, private sector training institutions provided additional

opportunities in office automation, corrections officer, environmental technician, wooden boat building, medical assisting, computer programming, drafting and massage therapy programs. The new programs allowed colleges to better serve the many unemployed individuals who historically have sought retraining at the college.

Table II
Examples of New Programs Funded Under HB 1988

Program Area	Number of Programs
Microcomputer applications/ support	7
Computer based media, publishing, graphics	6
Local area or wide area networks	5
Biotechnology, environmental technology	5
Physical and occupational therapy	3
Fire science related	3
Corrections officer	2
Culinary arts	2
Medical assistant	2
Pharmacy assistant, technician	1
Telecommunications related	1

Funds Used Mostly to Support Instruction: This growth in vocational opportunities is a result of colleges having spent 72 percent of the $35 million on instruction. The $23.5 million spent for instruction includes $220,000 transferred from SBCTC to seven proprietary schools to purchase slots for training. Direct financial aid to students accounted for 23 percent of the 1993-95 expenditures.



Financial Aid: Some 4,840 HB 1988 students in 1994-95 (44 percent of the total at community and technical colleges) received Trust Fund financial assistance. The average amount awarded per student was $1,120, though the amount varied considerably based on student need. Colleges also assisted 2,626 students through traditional federal or state financial aid. The 1995 Legislature provided for additional financial assistance to those whose unemployment benefits end while enrolled in school. This newly funded Training Completion Aid (see page 23) was not available to students enrolled in the first two years of the program.

Training Provides Equitable Access: The community and technical college system serves every county in the state through its 32 college campuses and hundreds of off-campus locations. Students have access to training within an hour drive from their home regardless of where they live. This built-in strength of being close to all Washington residents has ensured that the HB 1988 funded opportunities provided equitable access to all dislocated workers. In 1994-95, as in the first year of the program, SBCTC matched the profile of the enrolled dislocated workers with

the profile of dislocated workers eligible for the program. The student population in 1994-95 was very similar to those enrolled a year earlier: 37.5 years of age, mostly male, mostly white, and high school graduates.

As was also the case last year, the percentage of Hispanics in the program was substantially below the percentage in the dislocated worker population. While Hispanic enrollments increased at a faster rate than enrollments in general, the gap between the HB 1988 population and the potential population was still large. The increases in Hispanic enrollments were greatest in agriculture-based areas in eastern Washington, central Washington and northwest Washington. This improved service was not mirrored elsewhere, however. Thus the colleges are still faced with the challenge of increasing Hispanic participation in this program.

Table III
Dislocated HB 1988 Students Characteristics Versus Potential Population

	HB 1988 Dislocated *Students*, 1994-95	Dislocated *Workers* in Washington, 1994
Female	40%	29%
African American	4%	5%
Asian/Pacific Islander	5%	4%
Hispanic	4%	8%
Native American	2%	2%
White	84%	80%
Less than High School	7%	17%
GED or High School Diploma	45%	48%
Some College	42%	21%
BA Degree or Higher	7%	13%
Under 30	15%	27%
30-39	36%	32%
40-49	30%	23%
50+	14%	18%
Urban Counties	64%	68%
Rural Counties	36%	32%
East	17%	20%
West	83%	80%
Distressed Counties	22%	23%

Source: SBCTC HB 1988 File: WFT945U.DAT; unpublished UI research data.
Note: Table excludes HB 1988 students who were coded as "other unemployed."

Distressed counties[1] are those which have experienced high rates of unemployment over the long term. While the HB 1988 program does not target these counties, the outreach of colleges ensures a high level of service to distressed communities. About 23 percent of the dislocated worker population resides in distressed counties. Among the dislocated workers enrolled at the college, 22 percent were from distressed counties. SBCTC staff also compared the HB 1988 students from distressed counties with the unemployed distressed county population and found similar profiles except related to Hispanics. For more information on distressed counties and HB 1988 enrollment, see the **First Annual Accountability Report for Training Programs**, December, 1994.

Table IV
HB 1988 Student Characteristics in Distressed Counties Versus Unemployed Workers in Distressed Counties

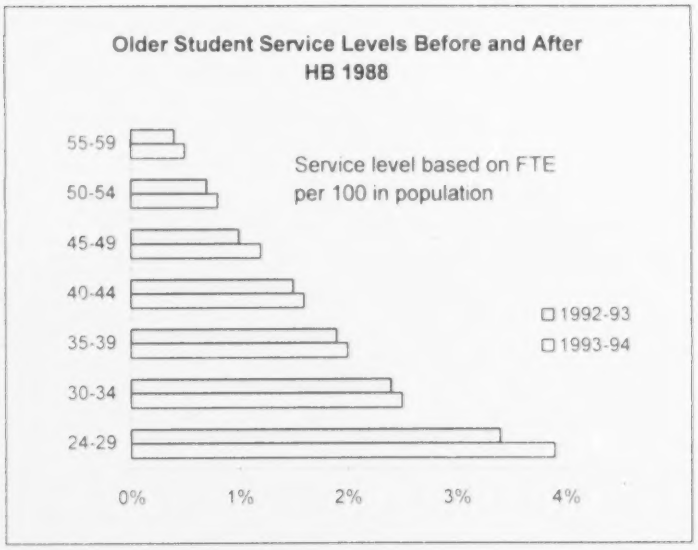
	HB 1988 *Students* From Distressed Counties, 1994-95	Unemployed *Workers* from Distressed Counties, Washington, 1994
Female	36%	34%
African American	1%	1%
Asian/Pacific Islander	1%	1%
Hispanic	10%	27%
Native American	4%	2%
White	84%	69%
Less than High School	14%	36%
GED or High School Diploma	52%	42%
Some College	32%	15%
BA Degree or Higher	2%	7%

Source: SBCTC HB 1988 File: WFT945U.DAT; unpublished UI research data.

Increased Participation of Older Students: Research shows that continual worker training and retraining benefits business. A recent study by Washington State University faculty found that substantial numbers of workers seek such training for benefits to themselves as well. Historically, funding constraints have limited the capacity to meet the training needs of the current workforce. Since HB 1988 funded new slots for experienced but unemployed workers, the level of service to older adults has increased.

[1] For more information on distressed counties and HB 1988 enrollment, see pages 20-21 in the **First Annual Accountability Report for Training Programs**, December, 1994.

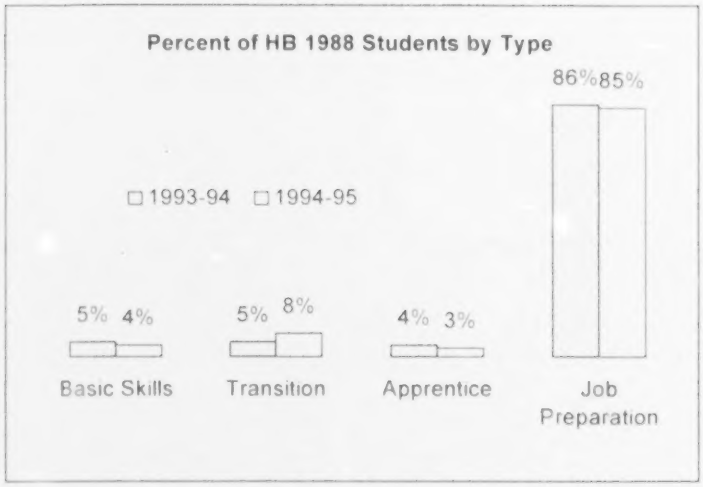
Service level is defined as the number of FTEs per hundred people in the population. The service levels for people in their 50s is quite low, with fewer than 1 FTE per hundred people enrolled at the college (typically five to ten people enrolled for one or two quarters each). Those in their mid and late 20s have a higher service level, with three to four FTE per 100 people in that age group.



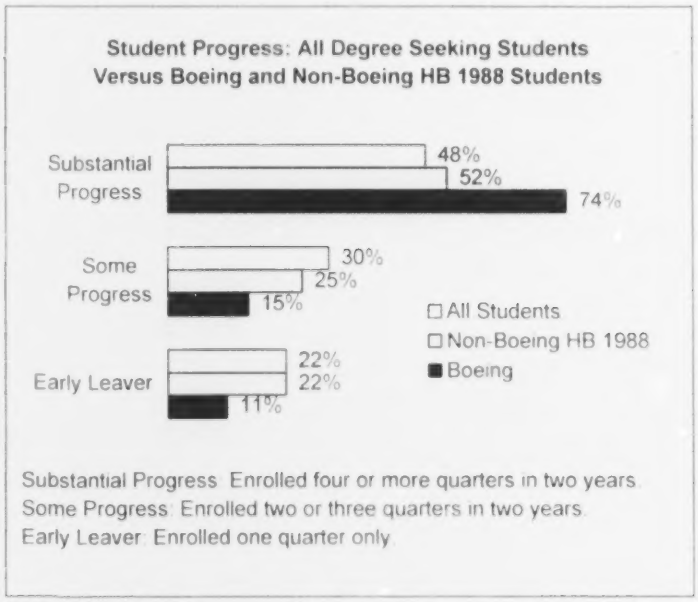
Since the program was implemented, the service level to Washington residents above the age of 25 has increased. It is likely that the new programs funded by and the services offered under HB 1988 are responsible for much of this change. This growing service level is one way that community and technical colleges can ensure that the number of graduates from vocational programs will continue to grow.

COMPLETION OF TRAINING: THE HB 1988 OPPORTUNITY FOR QUALITY TRAINING

The retraining required to prepare dislocated workers for the high demand jobs in today's economy frequently requires completion of degree or certificate programs. While the HB 1988 program allowed for other types of training, most students participated in job preparatory training or apprentice programs with the goal of completing a specifically tailored course sequence or a degree or certificate. Some students needed basic skills training to complete a GED or to improve English as a Second Language skills. Others needed to focus on the career decision via a transition course. Basic skills and transition courses can be taken before training in a specific new career or may lead directly to the job market. This difference in purpose requires a somewhat different assessment of educational outcomes for each of these program areas.



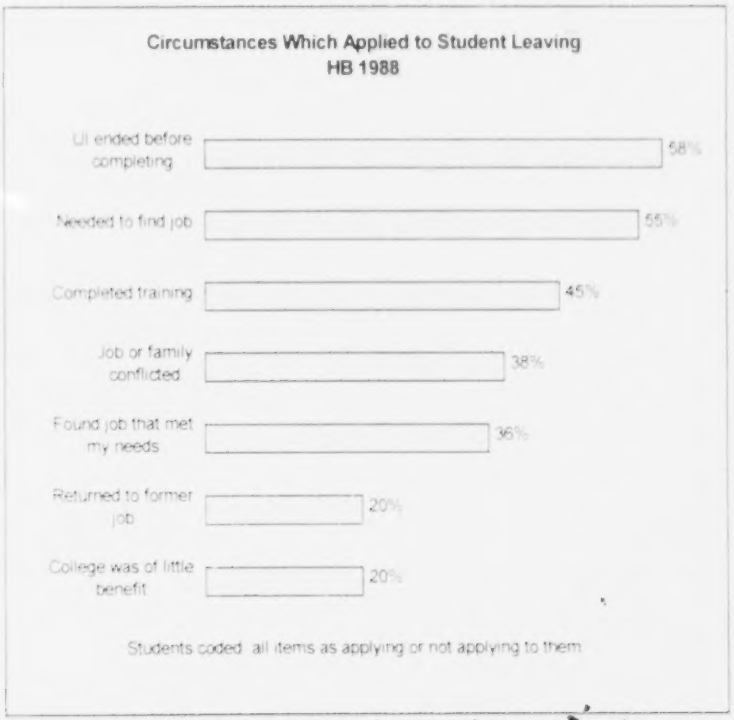
Job Preparatory Student Retention and Class Completion: SBCTC measures retention by following the number of quarters that a new degree seeking student enrolls. The student is judged as having made "substantial progress" toward their degree goal if over a two year period the student enrolls for four or more quarters. Conversely, if the student enrolls only once during the two years, they are regarded as an "early leaver." The majority of degree seeking HB 1988 students made substantial progress. Former Boeing workers had the highest rate of substantial progress.



SBCTC based this analysis on the 275 new HB 1988 students who started college in winter 1994 and sought the vocational degree. They were compared to all new degree seeking students who started college in fall 1993.[2] About half the degree seeking HB 1988 students were from the Boeing company and half were non-Boeing.

Class completions is another measure of student progress. This is the percentage of students who successfully complete a course compared to the number who first enrolled. The Workforce Training and Education Coordinating Board (WTECB) set a course completion rate goal of 80 percent for all dislocated worker programs. The HB 1988 students in 1994-95 had an 87 percent class completion rate. This compares to the general rate of 86 percent in other job training programs.

Of the job training students in the HB 1988 program, 40 percent planned to get a degree and 26 percent planned to be enrolled long enough to earn a certificate. Some 20 percent of the job preparatory students were uncertain about how long they would be at college. As of spring 1995, half the HB 1988 job preparatory students were still enrolled and working toward their goal and 15 percent had graduated. Based on their substantial progress rate, SBCTC estimates that about 60 percent of the job preparatory students will complete their program before leaving college.



The most important reason reported for leaving early related to needing a job or no longer having unemployment benefits to pay expenses. Forty-eight (48) percent of survey participants reported they could not pay for personal expenses, 33 percent that they could not pay rent or mortgage, and 31 percent that they had no money for tuition, supplies or books. If these money problems can be addressed with the new Training Completion Aid program (see page 23), even more of the HB 1988 students should be able to complete their training before leaving the college. Some students found their college experience of little benefit (20 percent). In open-ended comments, these students reported dissatisfaction with the ability of the college program to prepare them for the work they wanted.

[2] The findings are similar for the new fall 1993 students, but given the slow start of the HB 1988 program, the number in fall 1993 is relatively small.

The Boeing Re-Employment Program (BRP): Boeing's assistance program for its laid-off workers had a substantial impact on HB 1988 student progress. This 74 percent student progress rate versus the 52 percent rate for other HB 1988 students is especially notable given that Boeing workers reported being recalled at a higher rate than others and thus left programs to go back to work. At the same time, this better student progress rate had been expected given that the BRP represents a substantially higher level of support for retraining than is available for other HB 1988 students.

The 2,165 BRP students in 1994-95 received $4 million in National Reserve Grant funding which covered tuition, books, supplies, and childcare. On average, the annual Reserve Grant benefit to each student was $1,900. In addition, the staff at the Renton and Everett BRP centers conducted thorough assessments of each student's career interests. This additional support was provided under a National Reserve Grant (JTPA, Title III) from the U.S. Department to Labor. The program also received funding from the Boeing Company, and via HB 1988, the community and technical colleges. Support and cooperation come from the International Association of Machinists (IAM), the Seattle Professional Engineer Employees Association, and the Employment Security Department. This well funded and supported program had a favorable impact on student progress. Since those progressing students were still enrolled as of spring 1995, the findings on the impact on job placement must wait until the 1996 report.

Basic Skills Completion: Basic skills classes lead some students directly to the job search and others into further college-level training. Close to half the basic skills students (42 percent) followed the pattern of preparing for transition into college-level course work. Since most of these students were still enrolled in spring 1995, data on their educational and job related outcomes are not currently available.

The other 58 percent of basic skills students left college immediately after completing basic skills training, most after a single quarter (39 percent) in basic skills. For some (5 percent), the single quarter or two was sufficient to prepare for and complete the GED (20 students), but most left before making substantial progress in basic skills. Colleges are addressing this pattern of early leaving from basic skills programs. It is an issue in the basic skills program in general, not just the HB 1988 program.

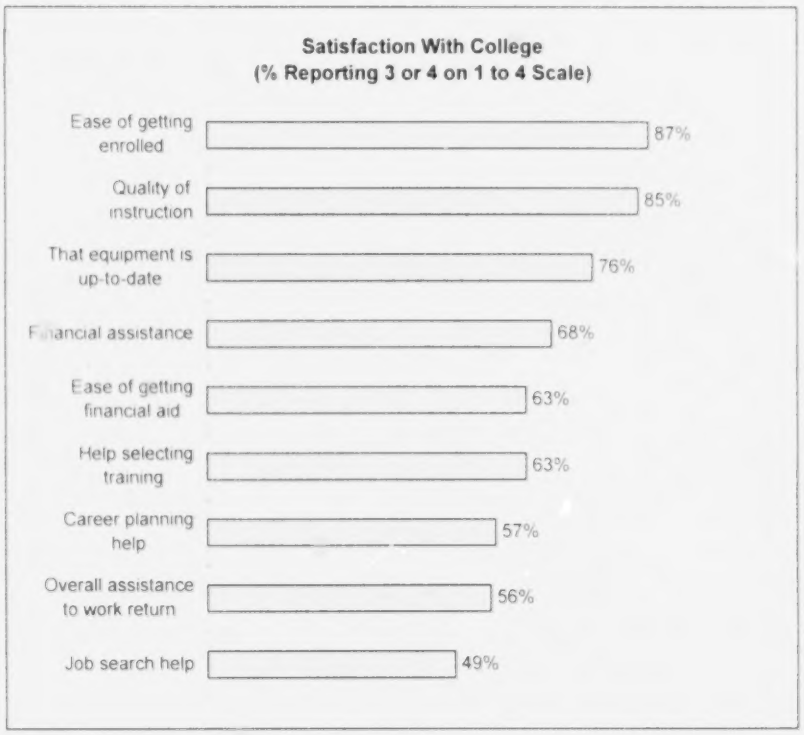
Completion of Transition Programs: About half the transition students (52 percent) subsequently enrolled in further training. Another three percent took basic skills courses subsequent to their transition class.

Many of the transition students who went on to college training were still enrolled at the time of this study. Consequently, their employment outcomes are not included in this year's report. Preliminary analysis, however, suggests that their outcomes mirror those of students who started directly in job training programs.

Student Evaluation of the Program: In addition to the ability to pay for training and living expenses, the student's assessment of the pay-off for training is a factor which impacts whether students will complete their program. Those who have responded to the student follow-up

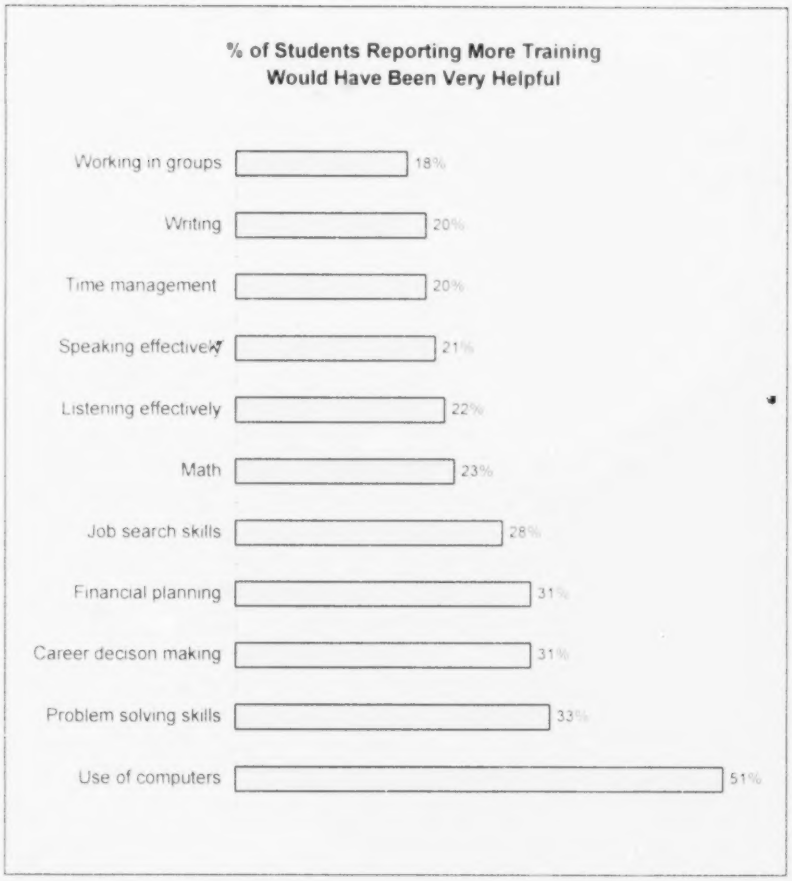
survey had generally positive evaluations of the benefit of training. They evaluated the institutions, especially their faculty, positively. Student comments and responses, however, show that some aspects of instruction and some support services need to be improved to better meet a larger share of student needs.

The survey satisfaction rating was based on a 1 to 4 scale with 3 and 4 representing satisfaction. The majority of students expressed satisfaction with all aspects of the program except help with the job search. Some 20 percent of students selected "very dissatisfied" as their response to the question on overall assistance with returning to work and job search. Fifteen (15) percent reported being very dissatisfied with career planning help. Clearly these are areas which could be improved.



Survey respondents were asked if they would recommend the college to a friend now that they had completed their training or left college. Some 81 percent reported that they would make that recommendation. The ratings were similar for those who had completed and those who had not completed their training.

Survey respondents also reported on the areas where they would have benefited from more training. Half the respondents reported that more training related to computers would have been a help related to their re-employment. More help related to problem solving skills, career planning, and job search also apparently would benefit a substantial number of students. At the same time, about 20 percent of students reported that it would not have been helpful to have more time devoted to these topics. If colleges increase the time devoted to problem solving, career planning, and job search for some students, they must be watchful not to impose requirements of more time related to these topics for others who have no need for further study in these areas.



EMPLOYMENT OUTCOMES

Two types of employment outcomes are presented here: Employment estimates and wage recovery rates. SBCTC based these employment outcomes data on the group of HB 1988 students who graduated or left the college after the first year of the program[3]. Next year's report will include job retention and earnings recovery rates. These require collection of data for at least a year after a student leaves training.

Job Preparatory Students Employment Outcomes: Employment estimates are largely based on the data captured by linking files with the unemployment insurance (UI) system. These files contain the earning records for most of the state's workers. The files also track UI benefits. Excluded from these administrative records are data on many self-employed workers, those working in other states or for the federal government, and those employed in the "underground" economy. SBCTC estimates the employment status of the 25 percent of HB 1988 students not found in the UI system. These estimates are based on two surveys, one which SBCTC periodically conducts for this specific purpose and the former HB 1988 student survey. Status is reported as of the fourth quarter of 1994; three to six months after students graduated or left the program.

Employment: Eighty-three (83) percent of all students were employed following training and 9 percent continued to be unemployed and seeking work. The employment rates were higher for graduates than for non-graduates. There were no significant differences in employment rates for Boeing workers, other dislocated workers, and for other unemployed workers served under HB 1988.

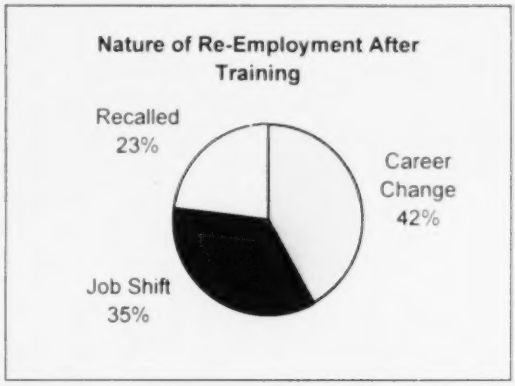
Table V
Job Preparatory Students Employment Outcomes

	Employed	Unemployed	Out of Workforce
All Job Preparatory (3,633)	83%	9%	8%
Graduates (1,343)	89%	5%	6%
Non-Graduates (2,290)	81%	10%	9%

Source: SBCTC HB 1988 File: WFT934.DAT based on match with Unemployment Insurance files.
Note: ( ) contains number of students.

[3] Given that this was the first year of the program and many who will graduate continued on, this outcomes cohort is made up of a higher percentage of non-graduates than are representative of the program. Next year's report will provide a more representative view of the outcomes of graduates.

Some 23 percent of employed survey respondents indicated that they had been called back to their old jobs. Early on in the HB 1988 program, Boeing had a major recall of laid-off workers. Indeed, 40 percent of those who returned to work were Boeing employees. Also, of those recalled, 60 percent were union members. For some, college training likely had no impact on their employment status. However, in some cases companies based their recall decisions on which workers participated in training. Some 74 percent of the recalled workers reported that college was a benefit and 51 percent were satisfied with the help the college provided in returning them to work.



While 23 percent of the job preparatory students gained employment via recall, another 35 percent based their re-employment on a combination of their past work and training. That is, they changed employers but not careers. In the survey, these "job shift" students reported their new job was related ("very" or "somewhat") to their former work. Most (61 percent) of the career change students reported that their new job was training related. Still, for some career change students, training was not the key to their new career. Some students gained employment after HB 1988 training based on skills and experience unrelated to their course work.

The HB 1988 program was designed to result in a higher re-employment rate than would have been the case without training. To achieve this goal, the re-employment rate must at minimum exceed 70 percent. Based on this data, it appears that training had the impact desired. It is, however, possible that these findings result not solely from training, but also or entirely from previous work experience or personal characteristics of workers. The "net impact" study authorized by the 1995 Legislature and scheduled for completion in late 1996 will indicate if what appears to be a benefit of training is actually that or if the same benefits would have been found without training.

Wage Recovery: Wage recovery rates measure the hourly wage calculated from the unemployment insurance records for those employed after training compared to the pre job loss wages were available.[4] For analysis purposes, SBCTC used the second to the last quarter before job loss and the second quarter after re-employment. SBCTC found these early job preparatory leavers and graduates obtained jobs with hourly wages at about 85 percent of their past wages.

The wage recovery for graduates outpaced the recovery rate for non-graduates. Those who had earned $8 an hour or less fully recovered their wages while those who had earnings of more than $8 recovered 79 percent of their higher wage earnings after graduating or leaving the college. This lower wage recovery rate for the formerly higher earning group can be explained by the

[4] Pre job loss data were not available for all students. An error in the files submitted for linking has recently been identified which will fill this gap before next year's report is submitted. While this error reduces the number for whom data are reported, it is sufficiently random in nature that it will likely have a minimal impact on these findings.

comparatively high earnings of a subset of the dislocated workers. Boeing workers, for example, had reported median earnings of $18.80 before their job loss. That wage is much higher than the typical entry-level wage of community college graduates. HB 1988 students who had earned high wages before the job loss average under $13 an hour after leaving college. On the other hand, those who were earning between $8 an hour and $13.84 an hour (the median wage for the above $8 group) before their job loss had a high wage recovery, 95 percent.

Table VI
Median Wages and Wage Recovery Rates
1993-94 HB 1988 Job Preparatory Students

	Pre Job Loss Wage	Post Training Wage	Post Training Wage as % of Pre Job Loss Wage
All Job Preparatory (541)	$11.77	$9.99	85%
Graduates (159)	$11.51	$10.29	89%
Non-graduates (382)	$11.94	$9.72	81%
Earning $8 or less before (161)	$6.25	$8.95	143%
Earning more than $8 (380)	$13.84	$10.96	79%
Earning between $8 and $13.84 (190)	$10.30	$9.79	95%
Earning more than $13.84 (190)	$18.79	$12.62	67%
Boeing dislocated (108)	$18.80	$10.63	57%
Other dislocated (236)	$11.27	$10.90	97%
Other unemployed (197)	$10.28	$9.81	95%

Source: SBCTC HB 1988 File: WFT934.DAT based on match with Unemployment Insurance files.
Note: ( ) contains the number of workers with pre and post wage data.

Last year the growing Washington economy produced about 63,000 new jobs. Some of those jobs required little skill and provided workers with low wages. Some of those new jobs paid $10 or more an hour and required training in specific professional or technical skills. People leaving the HB 1988 program were competing for these higher wage jobs.

Apprentice Employment Outcomes: Some 133 students left apprentice training after the first year of HB 1988 and 90 percent of those had not yet completed training. Nevertheless, given that apprenticeship training is work-based training, it is not surprising to learn that 84 percent who had completed training were employed at the end of 1994. Apprentice students had been high wage earners before job loss ($15.16 an hour) and remained so after leaving the college ($17.45 an hour) for a 115 percent wage recovery. The wage recovery rate for apprentice students is likely a product of this work experience and not the limited amount of classroom-based training while in the HB 1988 program.

Basic Skills Employment Outcomes: With few exceptions, those enrolled in basic skills classes had very little prior education. Dislocated workers with low educational attainment have more difficulty becoming re-employed than any other group. A review of recent studies found that less than 60 percent of workers with less than high school education found jobs after dislocation. Of the 180 HB 1988 students who left directly from basic skills classes, a much higher rate (72 percent) were employed by the end of 1994.

Given their lack of basic skills, these students had relatively low earnings before job loss ($8.98 an hour). Re-employment wages were $7.80 an hour, representing 87 percent of the former wage[5].

Transition Class Employment Outcomes: A third of all transition students (often called "New Chance" students) subsequently enrolled in regular vocational programs. Their outcomes are reported with the other job preparatory students. Separate analysis revealed minimal outcome difference compared to other job preparatory students. Students who left the college directly after their transition course had a lower rate of re-employment than job preparatory students. Of the 381 students who left transition classes during the first year, 64 percent were re-employed by the end of 1995. A substantial number continued to receive UI benefits after leaving the program. The estimated unemployment rate of 20 percent is the highest for any group studied. Another 16 percent were no longer in the workforce.

Table VII
Transition Compared to Job Preparatory HB 1988

	Transition	Job Preparatory
Median Age	40.34	36.33
Less than High School	16%	5%
From Distressed Counties	40%	23%
Career Exploration Goal	18%	5%
Worked in Manufacturing	62%	49%

Source: SBCTC HB 1988 File: WFT934.DAT.

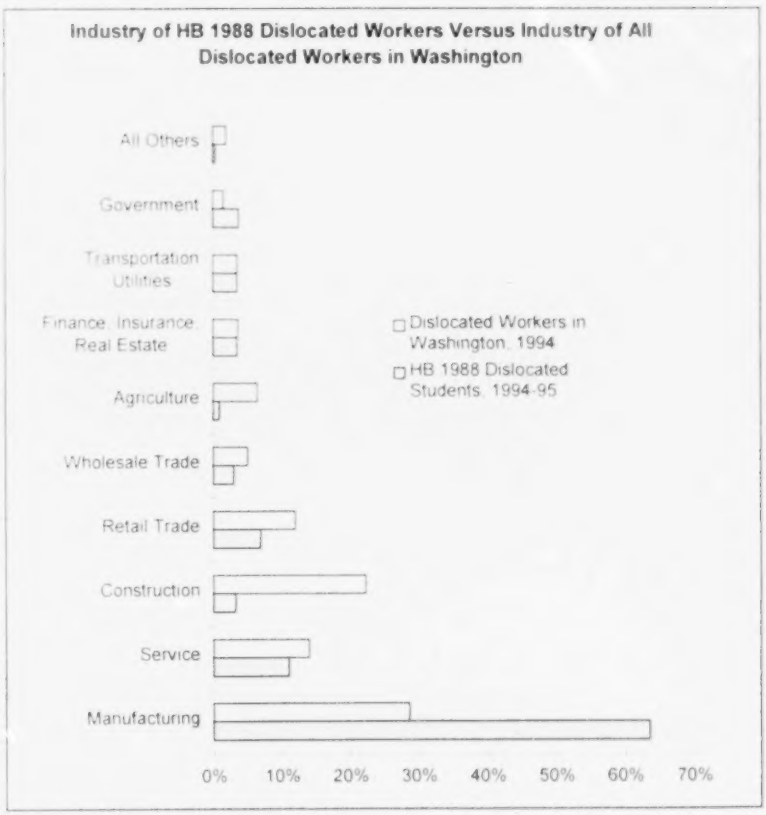
This lower employment rate may be explained by the differences in background characteristics between transition students and those who start directly in job preparatory classes. Students in transition classes had lower educational attainment and were older than those in job preparatory training. More of these students lived in communities with long term high unemployment which might have further hampered their job-getting ability. More of the transition students reported that their main purpose for enrollment was career exploration. Exploration itself may not translate into improved job opportunities. These background differences may account for some or all of the differences in placement rates for those who left college directly from the transition course. Research shows that workers least likely to gain re-employment are those with the least education and older workers with the longest tenure at their previous jobs.

[5] Caution is urged related to the basic skills wage recovery as data were available for only 21 individuals. SBCTC will provide data on a larger basic skills group in the 1996 report.

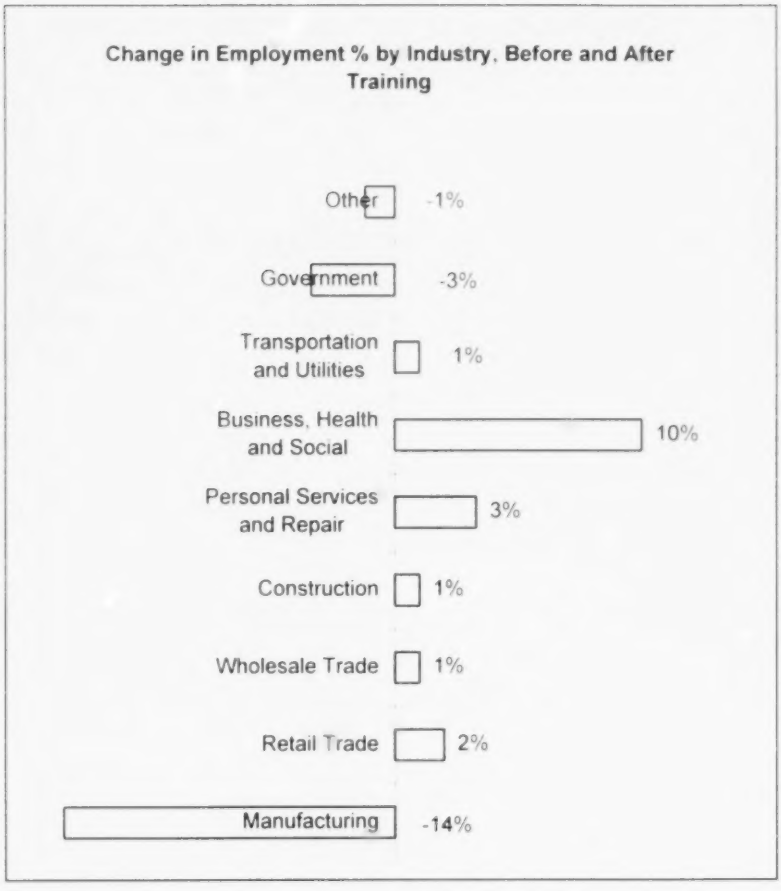
Wage recovery for those who exited directly from transition programs was 83 percent with students earning $10.08 an hour in their new jobs.

Training to Meet Industry Shifts: Some 64 percent of HB 1988 students worked in the manufacturing sector prior to their job loss. Due to targeting of FTEs to serve Boeing, service was high to dislocated workers from the manufacturing sector.

Restructuring in the entire goods producing sector is leading to worker lay-offs. There is increasing evidence of permanent lay-offs in the service industries, especially at the management levels, and notably in Washington, the financial services industries. The goal of training is to prepare workers for industries less likely to be hit by massive lay-offs.



It is clear that an industry shift has taken place in the re-employment of HB 1988 students. The shift is toward the business, health and social service sector and away from the manufacturing sector. In Washington, jobs in business services pay $29,714 a year versus an average annual wage for all workers of $25,526. Health service industry employment also pays well at $24,405. The social services industry is at the lower end at $13,429 (LMI Review, January 1994). Thus students are moving into relatively high wage industries subsequent to training. In many cases students are gaining employment only open to someone with college training.



Other Employment Outcomes: In the past two years there has been employment growth in most Washington communities. Thus, 93 percent of these students reported that they got their jobs in their home communities. Eleven (11) percent of employees surveyed reported their status as self-employed. Eighty-seven (87) percent reported they worked full-time; 13 percent part-time. Average weekly hours worked were 35.5. Most of those who were recalled to their old job were union members before and after the job loss. Among those employed in new jobs, 33 had been union members in their former job and 23 percent returned to work at new union related jobs. Also, 77 percent had received health benefits from their employer in their former job and 66 percent returned to work with employers providing health benefits.

Equitable Outcomes: The employment rates and wage recovery rates for all graduates were similar for men and women and for students of color and whites. Consistent with findings in other research, older workers were less likely to return to employment after leaving the college.

Table VIII

Employment and Wage Recovery by HB 1988 Student Characteristic

	Employed	Un-Employed	Out of Workforce	Total HB 1988 Student Leavers/ Graduates	Pre Job Loss Wage	Post Training Wage	Post Training Wage as % of Pre Job Loss Wage
Men (594)	82%	11%	7%	1,660	$13.19	$12.00	91%
Women (329)	82%	9%	9%	964	$9.72	$8.89	91%
Whites (757)	82%	11%	7%	2,070	$12.01	$10.69	89%
Of Color (141)	81%	9%	9%	479	$9.78	$9.24	94%
Under 30 (159)	83%	9%	8%	705	$9.50	$9.20	97%
Aged 30-39 (337)	80%	13%	7%	943	$12.24	$10.48	86%
40 and Over (341)	75%	14%	11%	765	$13.41	$11.09	83%
Total (939)	81%	11%	8%	3,633	$11.82	$10.41	88%

Source: SBCTC HB 1988 File: WFT9394.DAT based on match with Unemployment Insurance files.
Note: ( ) contains number with pre and post wage data.

WHERE IMPROVEMENTS ARE NEEDED

As the HB 1988 program evolves, colleges and SBCTC use the findings from this study to identify needed improvements. Improvement areas identified this year relate to:

- The nature of business and labor partnerships with the colleges.
- Expansion of CBO involvement in HB 1988 activities at the colleges.
- Increased support for career planning and job search assistance.
- Increased opportunities for computer training for students.
- Increased service to Hispanic students throughout the state.
- Expanded support for students completing their educational program.

Partnerships: During the first year of the HB 1988 program (1993-94), colleges substantially changed their way of doing business with the Job Service Center (JSCs) staff and in many cases with Private Industry Council (PIC) staff. As documented in last year's report, where partnerships had not already existed, colleges and other key service providers formed customer oriented partnerships. This change required resolution of value and definitional differences which had previously hindered effective working relationships. Not only did the college partners report satisfaction with the changing relationships, but students also reported that the college and other agencies worked well together.

This past year, SBCTC studied the nature of college relationships with community based organizations (CBOs) and business and labor. Colleges significantly increased the involvement of business and labor as a result of the HB 1988. This increase is stimulated to some extent by the requirement that RFP funded training programs[6] have labor and business endorsement. While recognizing this increased involvement, with some notable exceptions, labor and business focus group participants expressed concerns with the nature of that involvement and about program quality. Those CBO partners participating in focus groups reported positively regarding coordination with the college. There are, however, few CBOs working with the colleges on HB 1988 activities.

- **Employers and Labor:** Employer and labor focus group participants reported a preference for re-trained dislocated workers over those who were just entering the labor force. This preference stemmed from a common perception that re-trained workers would more likely

[6] RFPs are requests by colleges for funding a specific job training program. Most of the funds under HB 1988 are distributed based on a competitive RFP procedure. Proposals are reviewed by a committee representing business and labor. Successful proposals must demonstrate employment demand, provide a living wage, active participation of business and labor, and evidence of commitment to recruit and support program completion for women, people of color, older workers, insured workers, and people with disabilities.

value work, have well honed work habits related to punctuality, regular attendance, initiative, and be oriented toward "cooperation," "acceptance of supervision" and "teamwork."

Regarding program quality, business and labor participants reported concerns that:

- Programs may be too short to ensure that graduates are proficient.
- Programs need to incorporate more practical work experience.
- Programs may not be screening entering students well enough to assure a good match between the student and the occupation.
- Some faculty may not be staying abreast of changes in their field.
- Programs may be spending too much time on job seeking skills rather than job skills or too little time on reinforcing good work habits and technical skills.

Employer and labor focus group participants reported that the college had increased the amount and kind of involvement since the advent of HB 1988. In some cases, participants reported that the involvement had improved their relationship with the college. The reasons for improvement were that:

- Many employers, not just a few representatives, were involved.
- The training need was identified by employers rather than by the college.
- College staff accepted curricular input.
- The programs included practical work experience in addition to classroom instruction.

In most cases, despite increased involvement with the colleges, focus group participants had concerns related to that involvement. These concerns centered around communication issues:

- Having inadequate information on the financing of programs.
- Lack of college response to suggestions to take advantage of low cost opportunities for training such as work based learning.
- Lack of clarity related to program status, specifically, information which led to potentially unrealistic expectations.

Some labor representatives reported that the college contacts were formalities to meet RFP requirements and did not constitute meaningful involvement with the HB 1988 program.

This focus group information matches with other reports from labor and business groups regarding the need for improvement in the nature of the partnerships. This improved partnership needs to be a focus of colleges and SBCTC in the coming year.

CBOs: There was considerable hope expressed by CBO focus group participants that working together would continue or start benefits for mutual clients. For example, one person reported that if the college and the organization keep working together, "there will be no end to what we can do." Future involvement suggested by the participants included:

- That college staff help CBO staff become familiar with the eligibility, intake, testing, advising and financial aid processes at the college related to HB 1988. Some suggested that duplication of work may be occurring.

- That CBOs get timely feedback on client attendance so that caseworkers can address that problem. It was recognized that attendance reporting is not required in the college environment. Some participants were looking to negotiate some approach to this, others reported that the faculty they worked with had little difficulty with the time sheet reporting.

- That CBOs and colleges design the student's educational plan together so that it is consistent with criteria of CBO related to quality training. Participants reported a need to negotiate a long-term plan for each student and negotiate who will do what. These negotiations may include a contract for services rendered by the CBO.

- That CBOs help the college in dealing with very non-traditional students. Focus group participants reported that some CBO clients are not familiar with the kinds of behavior that are required for student success (as one participant said, "if they knew that, they would not be our clients"). The college and the CBO need to work together to determine how to adapt programs for students lacking knowledge of student responsibilities.

- That colleges involve CBOs early in the RFP process. Participants wanted to understand the funding status of current RFPs and have a team approach to writing future requests.

One participant reported that lack of funds had previously curtailed college efforts to serve their clients. HB 1988 allowed the colleges to address already identified needs especially related to service to students with low educational levels. Another reported that HB 1988 had increased the number of programs available to clients and provided another source of financial assistance.

During the coming year, colleges will have further opportunities to expand partnerships with community based organizations.

Career Planning and Job Placement: Less than half the students expressed satisfaction with the career planning services (49 percent). Likewise, a small majority (57 percent) were satisfied with career planning help. In the coming years colleges need to improve these services to students. Several new initiatives are likely to lead to improvements. Colleges and the Private Industry Council and Job Service Center partners in the Puget Sound Region met last spring under the sponsorship of the Boeing/IAM Quality Through Training program. The workshop introduced approaches to coordination of job placement services for unemployed workers enrolled in college training. Several local coordination efforts have since been implemented. Throughout the state, college staff are participating with their partners in Washington Training Institute professional development efforts. This training will result in the sharing of "good practices" regarding job placement and career planning for HB 1988 students.

More Training in Computer Use: Students who had graduated or left the HB 1988 program were asked how helpful it would have been to have had more time devoted to training in specific areas. Generally only a small percentage of students reported that it would be very helpful to have more time devoted to various subjects, however, more than half (51 percent) responded that more time related to computer use would have been helpful. Responses to open-ended questions indicate that at least part of the problem was a lack of enough computer equipment to allow all students access as needed.

Service to Hispanics: Across the state colleges increased HB 1988 enrollment of Hispanic students at a faster rate than students in general. The growth from 1993-94 to 1994-95 was especially notable in agricultural eastern Washington, central Washington and northwest Washington. Nevertheless, Hispanics continued to be underrepresented in this program. Hispanics represented 4 percent of the college HS 1988 enrollment compared to 8 percent of the dislocated worker population in the state. Colleges will address this issue by implementing strategies to better serve Hispanics everywhere in Washington.

Helping Students Complete: Those who complete their HB 1988 program before leaving the college had better employment outcomes than those who left early. Colleges see the new Training Completion Aid program described in the next section as one approach to improving student completion. Colleges also will be addressing the concerns of the minority of students who left because the program was of little benefit to them.

PROGRAM IMPROVEMENTS RECENTLY IMPLEMENTED

SBCTC staff continually monitor the HB 1988 program for areas which can be improved to better meet the needs of dislocated workers and the employer community. With the help of their partners, colleges and SBCTC made two major changes in the program this past year: implementation of the **Training Completion Aid** program and expansion of Job Service Center **co-locations** on the campuses.

Funding for "Training Completion Aid": Data presented in the first year of the HB 1988 program (1993-94) suggested that a significant number of students quit their retraining programs when their unemployment benefits expired. These students left training for potentially lower paying jobs to fund their living expenses. To address this problem, SBCTC and the WTECB recommended that more funds be made available to assist students to complete training if their unemployment insurance benefits ended before graduation. Labor and business endorsed this goal. Consequently, $7.6 million in new appropriations for 1995-97 were provided from the Trust Fund to enhance program completion for students whose unemployment insurance benefits will be exhausted before their training program is completed.

The maximum benefit to students under this program is $5,000 per year to fund living expenses. Since the new appropriation is not likely to cover all who would benefit from the funding a priority service approach was established. Priority will be given in the following order:

1. Current students whose unemployment insurance benefits have already expired.
2. Current students whose unemployment benefits will expire before training is completed (funding will begin when UI benefits end).
3. Students who are beginning the program in fall 1995 or later whose unemployment benefits have already expired.
4. Students who are beginning the program in fall 1995 or later whose benefits will expire before training is completed (funding will begin when UI benefits end).

To be eligible for benefits the student must have exhausted their benefits and must maintain satisfactory progress at the college. Students may receive the funds as a grant or a work-based learning stipend. SBCTC anticipates that this funding will provide at least some of the eligible students with enough resources to make the difference in their ability to complete training. The 1996 report will include preliminary analysis of the impact of these funds on student retention.

Each college received between $40,000 and $265,000 in Training Completion Aid for FY96 depending on enrollment. Students enrolled in proprietary schools are also eligible for Training Completion Aid.

Increasing Co-Locations Job Service Centers: Staff from the colleges and the Employment Security Department (ESD) agree that the seven pilot co-location Job Service Center projects funded by HB 1988 in 1993-94 were highly successful. These centers improved student access to job market information and provided better career advising. The ESD reports that during the 1993-95 biennium, these centers served 5,700 people, registering more than 3,500 for jobs, placing more than 1,400 into jobs, and receiving more than 1,500 job orders from employers.

In 1995, the Legislature appropriated an additional $700,000 for seven additional co-locations. Employment Security and college staff believe that the funding can be stretched to significantly expand the co-location sites. During 1995-96, ES will distribute funds to the regional level where local decisions will lead to leveraged use of the HB 1988 funds, JTPA dollars, and funds from the Wagner Peyser Act. Basic services include a Job Service Center Specialist and access to the Job Net at the hosting college.

The joint planning and funding of these centers provides an excellent example of the increasing level of cooperation between the Employment Security Department and the SBCTC at the state level and between colleges and JSC staff at the local level. This coordination has benefits for dislocated workers enrolled in college related to career planning and job placement.

SUMMARY

The first two years of the HB 1988 program resulted in expanded educational opportunities for those who lost their jobs due to economic changes. Laid-off workers, with the exception of Hispanic workers, took advantage of these opportunities in an equitable manner and achieved equitable results. The long term training at the colleges has resulted in high placement rates and reasonable wage recovery levels. The outcomes are consistent with the goals the Workforce Training and Education Coordinating Board set this program. Next year's "net impact" study will help to determine if these gains can be attributed to the colleges or would have been achieved without attending college.

Table IX
HB 1988 Outcomes Compared to WTECB Goals

Goal Area	WTECB Goal	HB 1988
Service to dislocated workers	65%	66%
Class completion rate	80% or higher	87%
Job placement rate	75% or higher	83%
Wage recovery	100% for those earning $8.00 or less	118%*
	85% for those earning more than $8.00	82%*

* Job preparatory graduates and leavers.

The accountability study has documented a need for changes in the way that colleges work with their business and labor partners. Those partners have expressed interest in a more substantive involvement in program planning and implementation. The study also found a need to improve career planning and job search services, to offer more computer training, and to encourage students to complete programs before leaving the college.

ACKNOWLEDGMENTS

The accountability efforts of SBCTC are being conducted with the help of many SBCTC staff members. Dan McConnon, Director of Workforce Education, is the staff lead for the HB 1988 implementation and has played an important role in the data gathering and analysis for the accountability report as well. Lead staff member for the accountability report is Loretta Seppanen, Manager for Research and Analysis. Deralyn Gjertson has maintained the HB 1988 database and managed the many data match processes required. Sandy Main implemented the two student surveys from the pilot study to data quality control. Larry Lael served as a facilitator for the focus groups. Pat Ward collected data from the proprietary schools. Bruce Botka, Jackie Eppler-Clark, Vallie Jo Fry, Clark Gilman, Robert Kurtz, Linda McPike, Mike Scroggins, Sandy Wall, and Jan Yoshiwara contributed to the accountability report.

Employment Security Department staff provided data and expertise related to the unemployed workers in Washington and wage and employment histories of the HB 1988 students. Special thanks are due to Wendell Wilson, and Wayne McMahon of the UI division; to Gary Bodeutch, Felix D'Allesandro and Kent Meneghin of the Labor Market and Economic Analysis office. Nancy Burkhart provided JTPA information.

All who participated in focus groups and the students who responded to the survey deserve thanks for taking time to assist in providing data for this accountability report.

APPENDIX A

Data Sources

The accountability analysis is based on data drawn from a number of different sources. Most important sources in this analysis are:

SBCTC HB 1988 Database: Based on individual student enrollment records, this database provides considerable background information on the 14,302 students who enrolled under the terms of HB 1988. This file also includes data from the Unemployment Insurance system on pre-job loss employment and employment after leaving the colleges.

The Workforce Training Trust Fund Student Survey, Spring/Summer 1994: This survey provided additional background information and student perceptions related to training and service delivery. The 1,347 HB 1988 students who started a job training curriculum in winter 1994 were the population of this survey. Of these students, some 953 provided useable responses to the mail survey (71 percent response rate). Respondents matched the population well except for low response from Hispanics (3 percent of respondents versus 4 percent in population), African Americans (6 percent respondents compared with 7 percent in population), and from the subset of students who left between the winter and spring quarter (17 percent respondents versus 23 percent in population). Given the high response rate and relative similarity of respondents and the population, the survey results are judged to be highly representative of the students who are new to the college and in job training programs under HB 1988. Details on this survey are included in the First Annual Report published in December 1994.

The Survey of Former Students Who Participated in the Workforce Training Trust Fund Program: Some 483 respondents to the first survey who have left the college were surveyed again. Of these, 276 have responded so far and follow-up continues. The other respondents to the first survey will be mailed this second survey after they leave the college. Appendix A provides more detail on the survey process and response rates.

Focus Group Interviews: Focus group interviews were held with community based organizations and employer and labor group representatives who either worked on the coordination of service delivery for HB 1988 or may be impacted by the program. The interviews were conducted between December 1994 and August 1995. They provide impressions of the nature of involvement and coordination and the issues related to program quality. Appendix B provides detail on the focus group process.

UI Research Data Files: The Employment Security Department Unemployment Insurance Division provided SBCTC with unpublished analysis of the characteristics of unemployed and dislocated workers for use in comparison to the population served by the colleges.

Financial Management System and Information Request: SBCTC staff used the statewide SBCTC Financial Management System to report and monitor expenditures under the program.

GLOSSARY

Student FTE: One annual FTE is the equivalent of one student enrolled for 45 community college credit hours or 900 technical college contact hours in a year.

Headcount: Count of each student just once for the year or biennium regardless of how many times that student may re-enroll.

Dislocated worker: Workers laid off from declining industries or declining occupations or in timber impacted counties. About a quarter of all unemployed workers are coded as dislocated. For the purpose of this analysis, a computer protocol developed by the Labor Market and Economic Analysis Branch of the state Employment Security Department was used to identify these students. For programs such as the Job Training Partnership Act (JTPA), Trade Re-adjustment Act (TRA), and Timber Retraining Benefits program (TRB), additional data are used to determine eligibility as a dislocated worker.

Distressed counties: Counties with consistently high unemployment, that is counties with three or more years of unemployment rates at least 20 percent higher than the average for the state.

APPENDIX B

HB 1988 Student Survey
Survey of Former Students Who Participated in the
Workforce Training Trust Fund Program
Ongoing Survey

Survey Purpose: SBCTC conducted the second survey of Workforce Training Trust Fund students to obtain student perceptions of their experience with services and education at the college. Survey results will also provide a description of re-employment circumstances not otherwise available.

Survey Population: The population studied consisted of 953 students who completed the first survey. These were all students in a job preparatory program at a community or technical college during winter quarter 1994. There were 1,347 student who met that criteria.

Survey Distribution: The survey was conducted by mail for those students with a usable address who had left the college for at least one quarter. SBCTC obtained student addresses from the automated transcript files of the colleges. When the post office returned the first class survey mailer as undeliverable, SBCTC staff used credit bureau records (Equifax) to attempt to obtain a valid address.

The Equifax service provides address information only; no confidential credit information can be accessed. Use of this service costs $2 for each matched Social Security number. For further information, call Lois Pollard, Customer Service Representative, Equifax Credit Information Services, Inc., Suite 100, 14335 NE 24th Street, Bellevue WA 98007, (206) 865-0583, (800) 945-5796, FAX (206) 643-6491.

If needed, four follow-ups were made after the initial mailing. A copy of the initial cover letter and the survey are attached.

Completion and Response Rates: Between May 4, 1994 and August 15, 1994 1,347 students were surveyed by mail with a response rate of 71 percent. The completion rate was 72 percent. The completion rate is the comparison between completed surveys and the total potential respondents. The completion rate goal for this survey was 75 percent.

The survey is being conducted as each group of students leaves the college. To date, three survey groups have been contacted. The response rates vary from 55 percent from Group 3 which has had two follow-ups to 59 percent from Group 1 which has been followed-up three times. Rates should improve on subsequent follow-ups.

Table AI
Workforce Training Trust Fund Student Follow-Up Survey
Completion Rates

	Group 1 Left After Spring 94 or Summer 94 4th Mailing		Group 2 Left Fall 94 4th Mailing		Group 3 Left Winter 95 3rd Mailing 7/14/95		Total	
Potential Respondents	Students	% of Total	Students	% of Total	Students	% of Total	Students	% of Total
A. Returned Survey	78	58%	96	59%	102	55%	276	57%
B. Refusals/ Non-Respondents	53	39%	62	38%	75	41%	190	39%
Sub-Total	131		158		177		466	
C. Bad Address	4	3%	5	3%	8	4%	17	4%
Total	135		163		185		483	
Completion Rate		60%		61%		58%		59%
Response Rate		58%		59%		55%		58%

Factors Influencing Certainty of Findings: This survey was of the entire population, thus sampling error is not an issue. But there are three other factors which are important in determining the degree of certainty about survey findings:

- **Measurement Error:** The degree to which questions asked truly measure what the researcher intended.
- **Non-coverage:** The degree to which the entire population had an opportunity to be included in the sample.
- **Non-response Bias:** Bias created if the answers from non-respondents were likely to differ considerably from respondents and the number of non-respondents was large enough to impact the findings.

All surveys have some degree of uncertainty -- the concern that findings do not represent the beliefs, attitudes, opinions or behaviors of the population studied. If uncertainty is low, the findings are far more useful. As a consequence, researchers attempt to control the four factors mentioned above to assure the highest level of certainty possible given the resources available to conduct the study.

In the case of this study, findings are regarded as high in certainty because the researchers were able to minimize bias and error related to non-response, measurement, and non-coverage bias.

Non Coverage: All HB 1988 respondents to the first survey had the opportunity to respond to the second survey. There was no non-coverage error.

Non-Response Bias: Ideally, all persons selected will respond to a survey, an objective which is almost never accomplished. The lower the response rate, the greater the concern that results might be different than they would be had everyone responded. Non-respondents may have different opinions than respondents. Unfortunately, there is no way of knowing that for certain. The following procedures were used in an attempt to assure a high completion rate and low non-response bias:

- The survey was mailed with a hand-signed cover letter and first class return envelope. Up to four additional mailings were attempted.
- Respondents were given a toll free number to call with questions.

As shown in Table II there are minimal differences between respondents and non-respondents. The most important differences were the somewhat higher representation among the non-response group, of young people, Hispanics, Native Americans, African Americans and those who left the college early. Even these differences are fairly small.

Table AII
Comparison of Respondents Versus Non-Respondents

	Respondents (N=953)		Non-Respondents (N=394)	
Average Age	39.5		36.1	
Male	152	57.1%	112	56.6%
Female	114	42.9%	86	43.4%
White	216	84.4%	156	79.2%
Asian	10	3.9%	1	0.5%
Native American	6	2.3%	8	4.1%
Hispanic	7	2.7%	10	5.1%
African American	15	5.9%	22	11.2%
Other	2	0.8%	0	0.0%
With Disabilities	7	2.5%	3	1.4%
Limited English	12	4.3%	12	5.8%

Measurement Error: The following factors helped reduce uncertainty regarding measurement (the extent to which the questions were understood and meant what was intended):

- SBCTC extensively pilot-tested items in the questionnaire with students at community and technical colleges.
- The questionnaire contained standard questions which had been previously pilot-tested and used in a variety of other settings.
- The survey was short and well-structured.
- Respondents did not have to work hard. Their interest was maintained as they were led through the survey.

Conclusions: The survey results can be regarded as reasonably representative of the total population of HB 1988 students enrolled in job preparatory programs. Due to higher non-response rates for some groups in the first survey, conclusions about younger HB 1988 students, Hispanics, African Americans and those who leave the college early must be drawn with greater caution than conclusions about the survey population as a whole. Due to low response rates from Hispanics in the second survey, it is inappropriate to use results to draw conclusions about Hispanic students.

EARL HALE
Executive Director

STATE OF WASHINGTON

STATE BOARD FOR COMMUNITY AND TECHNICAL COLLEGES

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FAX (206) 586-6440 • FAX SCAN 321-6440

<<Date>>

«FIRSTNAME» «LASTNAME»
«STREET»
«CITY», «STATE» «ZIPCODE»

I want to take this opportunity to thank you for completing our workforce training survey related to your college experience during winter quarter 1994. Now that you are no longer enrolled at the college, we would like to know how your experience at the college impacted your life. This information will help us improve the effectiveness of future training programs.

The results of this second survey will be made available to members of the legislature, state agencies, local community and technical colleges, and interested citizens in subsequent years. You may receive a summary of the results by putting your address on the back of the return envelope which is enclosed.

In order for the results of this survey to truly represent the feelings of individuals who participated in the Workforce Training Program, it is important that each survey be completed and returned. The opinions and information you give will be kept confidential. The questionnaire has an identification number for mailing purposes and to allow us to match your response with college records. We maintain strict security measures to assure that your individual data is not disclosed to anyone outside our research staff.

I would be happy to answer any questions you might have about the workforce training research. You may call my office toll-free during the week, 8:00 a.m. to 4:30 p.m. The number is 1-800-832-4473.

Sincerely,

Dan McConnon
Director of Workforce Education

Enclosures

Washington State Community and Technical Colleges

Survey of Former Students Who Participated in the Workforce Training Trust Fund Program

Second Survey

Survey of Former Students

Thank you for completing our earlier survey. Your assistance in completing and returning this survey is also very important! The results of this survey will help us improve community and technical college services to laid-off workers.

CURRENT STATUS

Q-1. What is your current employment situation (this week)? (**Circle** one response.)

1. Working full or part-time
2. Not working **(Go to Q-11)**

Q-2. Which best describes you? (**Circle** one response.)

1. Self-employed in own business, professional practice or firm
2. Full-time employed--that is, 32 hours or more a week
3. Part-time employed--that is, less than 32 hours a week

Q-3. How would you describe your present job as it relates to your training? (**Circle** one response.)

1. Very related to training
2. Related or somewhat related to training
3. Not related to training
4. Uncertain

Q-4. How would you describe the level of your work, given your experience and training? (**Circle** one response.)

1. Definitely beneath my level
2. Somewhat beneath my level
3. Appropriate for my level
4. Too advanced for my level
5. Don't know

Q-5. Is your current job related to the job you had before you were laid-off? (**Circle** one response.)

1. Very related
2. Somewhat related
3. Not at all related

Q-6. Did you need to relocate to gain employment in the field for which you were trained? (**Circle** one response.)

1. Yes
2. No **(Go to Q-7)**

Q-6A. If yes, did you receive any relocation assistance from any agency, organization, or the college? (**Circle** one response.)

1. Yes
2. No

Q-7. Do you have a health care plan at your current job? (**Circle** one response.)

1. Yes
2. No

Q-8. Do you have a retirement plan at your current job? (**Circle** one response.)

1. Yes
2. No

Q-9. Are you a union member at your current job? (**Circle** one response.)

1. Yes
2. No
3. Uncertain

Q-10. What is the title of your current job? Describe duties. **(Go to Q-12)**

Q-11. If you are not currently employed, which best describes you? (**Circle** one response.)

1. Full-time homemaker
2. Unemployed, actively looking for work
3. Unemployed, not seeking work
4. Other _____
(Please describe)

Q-11A. If you answered "2" to the above question, are you seeking a job related to your former work, your training, or different than both? (**Circle** one **best** answer.)

1. Related to my former work before I became unemployed
2. Related to my studies at the college
3. Looking for any employment

Q-12. How helpful would it have been to have had more time devoted to the following areas while you were at the college? (For each item, **circle** the one number which best represents your response on a scale of 1 to 5 where "1" means not helpful and "4" means very helpful.)

		Not Helpful	Somewhat Helpful	Moderately Helpful	Very Helpful
a.	Career decision making	1	2	3	4
b.	Financial planning	1	2	3	4
c.	Time management	1	2	3	4
d.	Job search skills	1	2	3	4
e.	Math	1	2	3	4
f.	Writing	1	2	3	4
g.	Speaking effectively	1	2	3	4
h.	Working in groups	1	2	3	4
i.	Listening effectively	1	2	3	4
j.	Use of computers	1	2	3	4
k.	Problem solving skills	1	2	3	4

Q-13. What other areas would you advise the college to address to better prepare you for re-employment?

Q-14. Regardless of the financial loss or gain, do you feel your experiences at the college have improved the quality of your life? (**Circle** one response.)

1. Definitely
2. Somewhat
3. Not at all

YOUR LAST QUARTER AT THE COLLEGE

Q-15 During your last quarter at the college, did any of the following difficulties apply to your situation? (**Circle** one response for each item.)

		Applied	Did Not Apply
a	No money for tuition, supplies, and/or books	1	2
b	Did not have adequate transportation	1	2
c	Did not have adequate child care arrangements	1	2
d	Could not pay rent or mortgage	1	2
e	Could not pay for other personal expenses	1	2
f	Family split up	1	2

Q-16 Please evaluate the information you received during your last quarter at the college. To what extent do you agree with the following statements. (For each item, **circle** the one number which best represents your agreement or disagreement on a scale of 1 to 4 where "1" means strongly disagree and "4" means strongly agree. If the item does not apply, **circle** 0.)

		Strongly Disagree			Strongly Agree	NA
a	I received consistent information on services available through the college and other agencies; that is, information that was not contradictory.	1	2	3	4	0
b	I received information in a timely manner.	1	2	3	4	0

Q-17 What advice would you give the college regarding improving information provided to students?

Q-18 How easy or difficult were college courses for you? (**Circle** one response.)

1 Easy
2 Some easy, some difficult
3 Mostly difficult

Q-19. During your last quarter at the college, how satisfied were you with your experience in the college program in the following areas? (For each item, **circle** the one number which best represents your satisfaction on a scale of 1 to 4 where "1" means very dissatisfied and "4" means very satisfied. If the item does not apply, **circle** 0.)

		Very Dissatisfied			Very Satisfied	NA
a.	Quality of instruction	1	2	3	4	0
b.	Up-to-date equipment for my program	1	2	3	4	0
c.	Ease of getting enrolled	1	2	3	4	0
d.	Ease of getting financial assistance	1	2	3	4	0

Q-20. During your last quarter at the college, how satisfied were you with your experience in the college or with other agencies in the following areas? (For each item, **circle** the one number which best represents your satisfaction on a scale of 1 to 4 where "1" means very dissatisfied and "4" means very satisfied. If the item does not apply, **circle** 0.)

		Very Dissatisfied			Very Satisfied	NA
a.	Help with career planning	1	2	3	4	0
b.	Help with my job search	1	2	3	4	0
c.	Financial assistance for training	1	2	3	4	0
d.	Help in obtaining financial assistance for personal needs	1	2	3	4	0
e.	Selecting a training area with good job opportunities	1	2	3	4	0
f.	Overall help in assisting me to return to employment	1	2	3	4	0

Q-21. The college and the Job Service Center or local Private Industry Council (PIC) are working together to best serve the needs of laid-off workers. Related to your job search, do you agree that the college and these other agencies worked well together? (**Circle** one response.)

1. Did not work together
2. Worked together okay
3. Worked together to really help me
4. Do not know

LEAVING THE COLLEGE

Q-22. Which of the following statements applied to your situation when you left the college? (**Circle** one response for each.)

		Applied	Did Not Apply
a.	I had completed my training.	1	2
b.	My unemployment insurance benefits ended.	1	2
c.	I needed to find a job rather than continue school.	1	2
d.	I had found a job that met my needs.	1	2
e.	I returned to my former job.	1	2
f.	Staying in college was of little benefit to me.	1	2
g.	Job or family responsibilities conflicted with college.	1	2
h.	Other circumstances best described my situation. _____ (please specify)	1	2

Q-23. To what extent have you met your educational objective while enrolled at the community college? (**Circle** one response.)

1. Met completely
2. Met partially
3. Not met at all
4. Changed objectives
5. Not sure

Q-23A. If you answered "3" to the above question, why haven't you met your educational objective? Give a brief explanation.

Q-24. Were you receiving standard unemployment insurance benefits in the month after you left the college? (**Circle** one response.)

1. Regular
2. Extension
3. Was not receiving benefits
4. Uncertain

Q-25 Would you recommend the college to your friends and acquaintances? (**Circle** one response.)

1 Yes
2 No
3 Uncertain

Q-26 What would you say were the primary weaknesses of the college program? (**Circle** all that apply.)

1 None
2 Not oriented to job market
3 Poorly structured
4 Poor faculty
5 Expensive
6 Not up-to-date
7 Uninteresting
8 Other (please describe):

Q-27 What would you say were the primary strengths of the college program? (**Circle** all that apply.)

1 None
2 Well oriented to job market
3 Well structured
4 Good faculty
5 Affordable
6 Up-to-date
7 Interesting
8 Other (please describe):

Q-28 What advice would you give the college regarding ways to better serve students in your situation?

FAMILY INCOME

Q-29. Compare your current earnings from work to your earnings before you were laid-off. Are your total earnings before taxes today...(**Circle** one response.)

1. A lot more than before I was laid-off
2. Somewhat more than before
3. The same
4. Somewhat less than before
5. A lot less than before
6. Not currently working

Q-30. Which income level best represents your estimated family income for the coming year? (**Circle** one response.)

1. $0 to $14,999
2. $15,000 to $29,999
3. $30,000 to $49,999
4. $50,000 or more

Thank you for your participation in this survey. Please return the survey in the enclosed stamped envelope. If you would like a copy of the results, please put your address on the back of the return envelope.

SBCTC - WORKFORCE TRAINING TRUST FUND PROGRAM
PO BOX 42495
OLYMPIA WA 98504-2495

If you have any questions, please call SBCTC at 1-800-832-4473.

APPENDIX C

Labor and Community Based Organization Focus Group Process

SBCTC staff conducted focus group interviews with employer and labor representatives and with community based organizations regarding perceptions of the HB 1988 program. The focus group research method relies on group discussion to identify common perceptions or opinions that might not be identified using such techniques as survey questionnaires and individual interviews. The method uses open-ended questions asked of a group of people with some common interests or experiences.

The employer and labor study involved four focus groups conducted in different geographical areas of the state. One focus group was conducted in each of the following cities: Bellingham, Yakima, Vancouver, and Seattle. The 23 participants represented employers (14) and labor organizations (9) in a geographic area that includes two or more colleges. Some participants were selected from lists of business and labor representatives nominated by colleges. Other participants were independently selected from general membership and leadership lists of the Association of Washington Business and the Washington State Labor Council.

The purpose of the focus groups in this study was to determine opinions and perceptions of employer and labor representatives related to college retraining programs for displaced workers. Specifically, the retraining programs under discussion were those provided under HB 1988, the Workforce Employment and Training Act. The groups addressed the following open-ended questions which were sent to participants in advance:

- What is your opinion of efforts by colleges to *involve employers and labor organizations* in the development of retraining programs for displaced workers?

- Colleges have always served unemployed workers, but beginning in fall 1993, they began a new emphasis on retraining those who lose their jobs. Since colleges began this effort, have you observed any changes in *college relationships with employers and labor representatives*?

- With respect to displaced worker retraining, what is *your assessment of the quality of college training programs*?

Focus group participants were also asked if they had other opinions about displaced worker retraining programs that were not covered by the above questions.

Due to funding constraints, the community based organization (CBO) interviews were limited to Yakima and Seattle. Seven individuals participated in the two focus groups and two were interviewed by phone.

The organizations which were identified by the colleges tended to be of three types:

- CBOs that serve as advocacy groups for their service communities
- Profit or non-profit organizations funded predominately by JTPA dollars (Title III and Title IIA)
- Department of Social and Health Services staff, especially those working with the JOBs program

The interviewees represented each of these types of organizations. In addition, one of the groups included a member of an HB 1988 funded program advisory group (business member). The groups addressed the following open-ended questions:

- Describe your organization's role in relationship to HB 1988, the workforce training trust fund program which allows colleges to serve more unemployed and dislocated workers than could be served given funding limitations. How has the existence of the HB 1988 program impacted your organization? How has it impacted your relationship with the college?

- When plans were made for the implementation of HB 1988, it was agreed that the program needed to involve a "team" approach between organizations, have a referral system, have a main student contact, and be consistent as opposed to contradictory services and information. How closely does what is happening today match the planners' vision?

- The planners for HB 1988 felt that all students should go through assessment and the development of an individual training plan. They also wanted all students to have access to financial aid and related support services and to get assistance with post-training job placement. To what extent are students with whom you work getting this comprehensive array of services? Who provides each of these services?

- When this program was designed, it was recognized that each organization would bring different values and perspectives to the issue of service to unemployed and dislocated workers. To what extent have the differences between your organization and the colleges impacted the ability to meet student needs?

- In what ways could coordination between the college and your organization be improved to better serve students?

APPENDIX D

New Programs Implemented to Meet ESHB 1988 Needs

College	1993-94	1994-95
Bates	Diesel Mechanics Electrician, HVAC	Surveying Technology Truck Driving Communications Tech Fire Service Training
Bellevue	Business	New Chance Computer Video Interface Desktop Presentation Tech Digital Media Publishing Graphics & Animation for Multimedia Multimedia Authoring Nursing Assistant
Bellingham	Career Transition Course	Air Conditioning & Heating Technician Baking, Pastry & Confections Commercial/Industrial Refrigeration Technician Human Resources Management
Centralia	Warehouse Worker Program New Chance	Correction Officer Watershed Restoration
Clark		Culinary Arts (Baking) Educational Paraprofessional Manufacturing Associate Program Microcomputer Support Specialist Pharmacy Assistant/Tech Telecommunications Engineering Tech (day)

College	1993-94	1994-95
Clover Park	Electronics Assembly Water & Environmental Tech	
Columbia Basin	Radiation Chemistry Tech Program	
Edmonds	Hotel/Hospitality Training Dental Office Administration Emergency Dispatcher Network Technology	Family Support
Everett	New Chance	Certified Nursing Assistant/Aide
Grays Harbor	Environmental Technology Entrepreneurial Program Commercial Driving	
Green River	Computer Integrated Manufacturing Geographic Information Systems Hazardous Materials Multi-Media Design New Chance Occupational Therapy Assistant Physical Therapy Assistant Machine Technology Specialization	Retail Management Auto Emission Specialist (Gas/Diesel) Forest Resources-Water Resources Microcomputer Applications Integration
Highline	Computer Client Server Specialist	
Lake Washington		Entrepreneurship Enterprise Network Technology Office Graphics
Lower Columbia	Transitions	Medical Assistant
North Seattle	Computer Network Technology New Chance	

College	1993-94	1994-95
Olympic	Medical Office Management Entrepreneurship Office Management	Fire Science Industrial Trades Technician Pipefitting Welding
Peninsula		Environmental Habitat Restoration Computer Applications Technology Health Care Assistant
Pierce	Entrepreneurship Training Program Firefighters Exam Preparation Course PierceWorks! (Transitions)	Pre-Employment Training for Corrections Officers Medical Laboratory Technician
Renton	Building Engineering Hospital Nursing Assistant	Massage Therapy Practitioner Auto Tech Auto Mechanics Surgical Technologist (AAS)
Seattle Central	Maritime Training Program	Biotechnology Bilingual/Bicultural Education Program Development & Management
Seattle Vocational	Acute Care Nurses Assistant	Security Technician & Emergency Services
Skagit Valley	Computer Information Systems	Medical Assistant
South Puget Sound	New Chance Information Systems Technicians Entrepreneurial Training	
South Seattle	Commercial Truck Driving	Industrial Computer Technology New Chance Computing Tech/LAN Service Tech Industrial Maintenance Mechanic

College	1993-94	1994-95
Spokane	Pre-apprentice Line Construction Construction Employment Skills	Hydrographer Water Quality
Spokane Falls		Physical Therapist Assistant
Tacoma	Office Microcomputers Entrepreneurial Training Manufacturing Technology Human Services	Network Support Technology
Walla Walla	Corrections Professional Bilingual/Bicultural Transition	Educational Paraprofessional Workplace Literacy John Deere Ag Tech Computer Applications Specialist
Wenatchee Valley		Accounting Fire Command Administration Watershed Restoration Entrepreneur
Yakima Valley	Pre-Apprenticeship in Carpentry Gateway to Technologies Center Without Walls Introductory Heavy Equipment Training Entrepreneurship	Storage/Processing Tech

The Washington State Board
for Community and Technical Colleges

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For more information on the training offered under
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